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ABSTRACT

This report sets forth 27 recommendations by the California Commission on the Teaching Profession for improving California schools. After an outline summary of the recommendations and an introductory discussion of education as California's "growth industry," the recommendations are presented according to three general topic areas. The first ten recommendations pertain to restructuring the teaching career and establishing rigorous professional standards. These include deregulation of teacher education, residency requirements for credentials, a redesigned tenure process, competitive grants for advanced career options, salary credit for total years of experience teaching, and sabbaticals. The second set of 10 recommendations pertain to redesigning the school as a more productive workplace for teachers and students. These include proposals for class size reduction, professional development, and restructuring the management of schools to involve teachers in decision-making. The third set of recommendations--pertaining to teacher recruitment--include upgrading of salaries, recruiting teachers statewide, and offering career incentives such as work-study programs and additional service-payback fellowships to college students. Appended to these recommendations are (1) a look at the price tag; (2) a table indicating agencies responsible for implementing each recommendation; (3) a fictional scenario illustrating the benefits of these reforms for a teacher's career; (4) documentation of the process of developing the recommendations; (5) a list of commissioned research papers; and (6) a list of commission members. (TE)

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November, 1985

Dear Concerned Californian:

After almost two years of effort, the California Commission on the Teaching Profession is proud to present its final report - a set of recommendations for improving California's schools.

The Commission wishes to thank its sponsors, who provided moral support and encouragement, and the William and Flora Hewlett Foundation, whose generosity ensured our independence by allowing us to function without any government funds.

I believe Californians also owe a debt of gratitude to Commission members, who not only made personal sacrifices to attend monthly meetings, but dedicated their efforts to hearing countless hours of testimony, reviewing volumes of information, reading hundreds of letters from concerned citizens and who worked tirelessly over the Commission's final report. On behalf of all the Commissioners, I want to thank our staff, who offered their creativity, insights and expertise, and labored long hours to meet a series of demanding deadlines.

While the Commissioners translated information and viewpoints into these recommendations, the real credit for our proposals must go to the many individuals who contributed to the Commission's work. Special thanks are due to the researchers who submitted papers for the Commission to consider; the witnesses who appeared at the Commission's seven hearings; hundreds of people who attended the hearings; and countless concerned citizens who wrote to the Commission to express their views and suggestions.

This report is indeed the work of a great number of people united in a common goal: to improve our schools. We urge all Californians to read this report and to give it their thoughtful consideration. Our future as a state, a nation, and a society depends on what we do to meet the challenge of providing a quality education to all of our children.

Sincerely,

Dorman L. Commons
Chairman

Chairman: Dorman Commons

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Education Is California's Growth Industry

The conditions are right for California's public education system, kindergarten through the twelfth grade, to become, in the vernacular of the private sector, the hot new industry of the 1980s and 1990s.

The resources are there. Following a decade of falling enrollments, the public schools will grow by nearly 450,000 students by 1990. These children are California's greatest natural resource. They are bright and diverse, with unlimited potential, and drawn from many different backgrounds. They will fashion tomorrow's California; they will spark tomorrow's progress in all human endeavor.

And the demand is there. Education is at the forefront of the transformation of America's economy from manufacturing to one shared equally with services and information. At the same time, education is the major determinant in the expanding need in our society for equitable solutions to complex and serious social problems. It is the key supplier to every public and private sector profession and business in California. Its product — educated people — will shape our entire society.

But is the industry itself prepared for the growth that is coming?

No.

California will not have enough teachers. Education is a service industry, and the provider of that service is the teacher. The schools must recruit nearly 85,000 additional teachers by the end of the decade. They must be good teachers, or the product they turn out will be inferior.

California made an impressive start toward improving its schools with the passage in 1983 of Senate Bill 813, major school finance and reform legislation. Dozens of reforms and new funding showed a commitment from citizens, voters, and their elected representatives to improving the schools.

Now California needs teachers. The demand for new teachers is measured not only in quantity, but also by the need for quality. The expectations that Californians have of the education they provide their children are growing.

Education And Citizenship

The most fundamental requirement for a democracy is an educated citizenry capable of informed judgment on public issues. Participation in self-governance will require a higher standard of scientific literacy, a deeper understanding of history, and a greater capacity to think critically.

How will future citizens participate in vital public policy decisions on the economy? On nuclear energy? On the deterrence of nuclear war? On the ethical development of genetic research and its applications? On the growth and renewal of our cities? The continuing integration of our population? Such issues increasingly require specialized knowledge, yet in a democracy they cannot be left entirely to the specialists. The mass media expose us to contemporary issues, but our schools must provide the intellectual counterweight —

to engage us as an informed and critical citizenry and to foster responsible and competent citizens.

Excellence in education has been redefined. The "basic skills" for learning are no less basic than before, but what an adult must know, in terms of both facts and skills, is now shaped more by the future than the past.

All students need a strong academic curriculum which includes literature and the arts, science and mathematics, history and cultures of the world, and language. Education must do more than *expose* students to this liberal arts tradition: it must *engage* them with the tradition. It must develop their ability to think critically and creatively, to solve unexpected problems, to learn how to learn, to obtain and use information in accomplishing tasks, and to express ideas clearly in speech and writing.

Education And Employment

In the coming decades, economic prosperity will depend on increasing the productivity of the workforce, and on the ability to compete successfully in the world marketplace. These demands require a high level of quality in the entire workforce. The economy needs well educated men and women who have developed responsible attitudes toward work, an ability to communicate, an ability to continue learning, and a high level of literacy.

California's schools must equip students to compete in an increasingly complex global economy. The United States now runs a record trade deficit, and has lost world market share in seven of ten high technology industries since 1965. U.S. productivity growth has been outstripped by all major competitor nations, and schooling has played an important role.

Education And Equality

All of California's students have an equal right to quality education, yet changing demographics are confronting the school system with new challenges. In 1970, minority students constituted 27 percent of the school population. By the year 2000, 52 percent of California students will be ethnic minorities. A dramatic rise in the immigration of Hispanics and Asians to California is largely accountable for this growth. The current wave of immigration is the largest in the nation's history, and California, home of one in ten Americans, now absorbs more than a quarter of the legal immigrants to the United States.

These new Americans, whether they work in the fields, in industry, in restaurants, or in education, are making a great contribution to their communities, to the state, and to the nation. Many arrive well-educated, with skills the state urgently needs. Others, as has been the case throughout American history, are poor, uneducated, and not yet fluent in English. Students with limited proficiency in English now constitute 12 percent of all public school enrollments — more than 525,000 students, more students than 25 other states have enrolled in their entire school system.

Among all states, California expects the largest increase in the proportion of students with multiple educational disadvantages — poverty, single parents, very young parents, uneducated parents, insufficient English skills. If the schools do not teach these children well, the consequences will be grim for the individuals themselves, for the schools, for the economy, and for society as a whole.

Failure to educate the disadvantaged will have severe economic effects. As the share of disadvantaged in the labor force grows, their inadequate education will hinder the competitive position of the industries in which they work, and of America's economy in the worldwide competition for business. A dual society may emerge, with a large, poorly

educated underclass unable to participate in higher education and unable to secure employment.

The aging of the population also places demands on the education of the young. By the year 2000, for every two workers, one person will be on retirement. Fifteen years ago, there were 15 workers for every retiree. Supporting a larger population of seniors requires still greater productivity gains, and gains must be made throughout the entire population.

A Hard Look At The Quality Of Teaching

California's teachers will be the key to the state's success in raising academic standards while educating its entire new student population. California's political and educational leadership recognized this fact in 1984 when the Superintendent of Public Instruction and the chairs of the Senate and Assembly Education Committees sponsored the California Commission on the Teaching Profession and directed it to undertake a comprehensive study of the status of teaching in California and to make recommendations for improvement.

Over the past 15 months, the Commission has heard testimony from California teachers, administrators, education professors, and state and national experts on educational research and policy. Seventeen research and policy papers were commissioned and analyzed. Commissioners have consulted formally and informally with a wide range of educators, policymakers, and concerned citizens.

The testimony and evidence made clear that California's educational system faces unprecedented challenges, demanding new approaches in school organization and classroom instruction. Teachers are instrumental to educational improvements, but systemic compromises with professionalism have eroded the attractiveness and contribution of the teaching career. The profession is beset with problems, including:

- Low salaries and subordinate status within the school.
- A loss of public esteem for the work and those who perform it.
- Large class sizes that make teachers' attention to individual students difficult, if not impossible to achieve.
- Inadequate facilities, supplies, and support materials.
- An increase in the complexity of the work and expanded responsibilities.
- Isolation in the classroom, with rare opportunities or incentives for collegiality.
- Increased conflict between teachers and administrators, inhibiting cooperation in school improvement.
- Deficiencies in professional training and support.
- The absence of appropriate professional standards to encourage quality teaching and public confidence.
- The lack of career choices within the profession.

Any program for reform of education must address these defects in the teaching profession. Without the dedication of teachers, without their knowledge and love of subject matter, their sensitive understanding of students, their patience, warmth, perseverance, and resilience, the schools cannot produce an education of value for all students.

Californians must ask: What will it take to attract, train, and retain enough good people in teaching?

The Commission arrived at 27 recommendations in response to that question. They support three basic themes.

California must restructure the career of teaching and establish rigorous professional standards. The process of credentialing teachers must ensure that teachers are well qual-

ded in the subject they teach, and well trained to manage a classroom. The process must maintain high standards, and it should be accountable to the public and its elected representatives. Once individuals enter teaching as a career, they must have opportunities to develop their skills and expand their responsibilities as educators.

California must redesign the school as a more productive workplace. Class sizes must be reduced to allow more one-to-one instruction. Information on teaching conditions at the neighborhood school must be available to the public, and teachers must become more involved in school decision-making.

California must recruit capable men and women to teaching. Beginning salaries must be made competitive with other professions, and the purchasing power lost by career teachers over recent years must be restored. Minorities should be recruited while in high school, and financial incentives should be made available to education students in college.

Who Is Responsible For Reform?

A team effort will be needed to carry through the recommendations that follow. Each of the recommendations is addressed to the group or agency being asked to take action. In many cases, several agencies are named, highlighting the need for cooperation and co-ordination of effort.

The recommendations call for state government to set basic goals, standards, and direction for the teaching profession. The state today supplies two-thirds of the funds for schooling and enjoys strong, active leadership for improvement. The leadership of state policymakers will be critical to this effort.

But the Commission views local discretion as a particularly important element in many of the recommendations. Real improvement will be noticed as change takes place at the school level, in local school districts across the state. Teachers, principals, superintendents, and professional organizations must work together to realize the objectives and the proposed changes set forth here. Without their will, talent, and resources, little improvement will occur.

The state must also follow up these recommendations with thorough studies of their effectiveness and of the problems that inhibit their implementation. Reform of education must become a continuing process, and future recommendations must benefit from a thorough study and understanding of the efforts already made.

In the private sector, when an industry requires a scarce resource it pays the price needed to obtain it.

In education, what the schools can bid for the quality teachers is determined by public policy.

In education, the ability of California's schools to meet the need for educated citizens does not depend on the marketplace. It depends on citizens, voters, and elected representatives. It is an issue of public policy. It is the responsibility of all Californians.

I. Restructure The Teaching Career And Establish Rigorous Professional Standards

For the teacher, no feature of the teaching occupation is more destructive of the long term prospects for improvement than the current reality that to move up, you must move out.

Bright, responsible men and women considering teaching as a career see no ladder of rising pay, influence, and status. For teachers to become leaders in instructional innovation, this situation must be changed. Capable, service-minded people must experience early success, and must choose to remain in teaching because of satisfaction and opportunity for growth and advancement.

Serious defects in the structure of the occupation of teaching today stand in the way of that choice.

- The course work required for the teaching credential is not well connected either to available theory about how to teach, nor to the reality of teaching in a classroom. Young teachers are often forced to search on their own for survival tactics once they are on the job.
- The teacher's workplace is organized and supervised in ways that isolate and hobble teachers. Qualities that are seen as hallmarks of productivity in business — mutual help, exchange of ideas, cooperative work to develop better practices — are rare in schools. For this and other reasons, over half of entering teachers leave within five to seven years, with attrition particularly heavy after the first year or two.
- Teachers typically reach the top of the salary scale by their mid-thirties and thereafter can expect no substantial increases unless they enter administration.
- Teaching is stressful work that, without compensating experiences of growth and renewal, can eventually lead to emotional exhaustion and alienation.
- Teachers' commitment to the advancement of their profession is not encouraged. As Tom Bird and Judith Little from Far West Laboratory have noted, teachers "accumulate such skills and wisdom as they can by themselves and then take their inventions with them when they leave. Superb teachers leave their marks on all of us, but they leave no marks on teaching."

The public, for its part, has a right to hold its schools accountable, and to expect that those individuals licensed to teach children meet professional standards for competence and education.

These standards are based on state law and regulations, local district policies and practice, and professional norms. But in today's school environment, standards

are being undermined by administrative expediencies that mask the true extent of the teacher shortage and undermine teaching quality. When the schools cannot attract qualified teachers at a given wage, teaching standards are dropped.

- Emergency credentials, allowing individuals to teach without the required courses in teacher education, currently account for over 15 percent of all credentials awarded in California. Projections indicate that one out of three new teachers hired will be hired on an emergency credential.
- Misassignment of teachers appears to be widespread. The industrial arts teacher is assigned to civics, the English teacher must teach math, and the physical education instructor covers history.
- Class sizes are increased when qualified teachers are unavailable. The priority recommendation in response to the Commission's survey of California teachers was to reduce class size.

Parents know that a string of unqualified or poorly prepared teachers means the loss forever of their child's opportunity for an education of value. Parents hold teachers accountable, but they must recognize the problems that undercut teaching: low entry standards, poor selection standards, resort to substandard credentials and to the misassignment of teachers, failure to evaluate teachers carefully for tenure, and the absence of work norms encouraging excellence.

Society's expectation of what a teacher can and should do must be altered. Rigorous standards of competence should be met by individuals entering the career of teaching, and additional skills and competence should be demonstrated as teachers take greater responsibilities as their careers progress. To attract and retain talented teachers, a career in education should offer additional challenges and opportunities that encourage personal and professional growth. By making the career more challenging and by offering more choices within the career, California will attract and keep better teachers and will provide its children with a better education.

1 RECOMMENDATION TO: THE GOVERNOR AND THE LEGISLATURE

Establish A New System Of Setting And Enforcing Professional Standards

The current system of granting teaching credentials is based on the completion of required course work and is administered by the Commission On Teacher Credentialing (CTC). Certifying teachers on the basis of the courses they have taken should be eliminated in favor of thorough testing of individual candidates, as is the practice in other professions, such as medicine, law, nursing, dentistry, and accounting. The agency developing the standards and the examinations must take responsibility for the quality of the teachers that it credentials, and it must be directly accountable to the public and to elected officials for its methods and decisions.

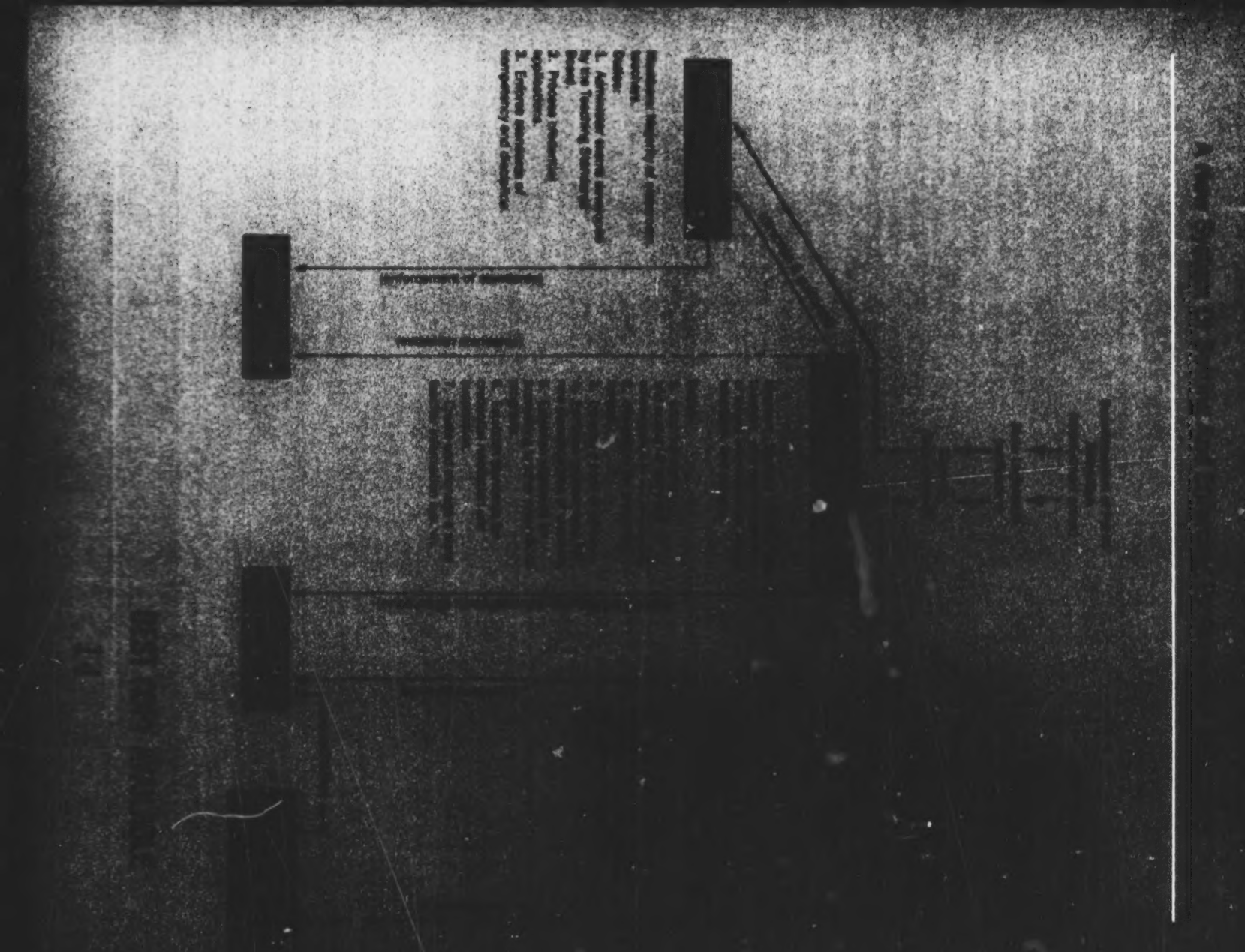
The Governor and the Legislature should enact legislation to abolish the Commission On Teacher Credentialing and create in its place the California Teaching Standards Board to establish standards and assessments of teacher competence.

Members would be appointed by the Superintendent of Public Instruction, subject to ratification by the Legislature, and approval by the Governor.

The Teaching Standards Board would be comprised of a majority of teachers, and would include representatives of school administration, higher education, and parents. It would hire its own staff, and members would serve a set term of office.

The Board would:

- Establish standards and examinations for entry and advancement in the profession. While the Board would exercise its prerogative to determine the goals and structures of the examinations, the Commission strongly recommends that standards and examinations be developed for the following career steps.
  - Entry into a teacher preparation program should be based on rigorous assessments of general knowledge, reading skills, writing ability, mathematical reasoning and other elements of a liberal education. These assessments would replace the current basic skills test (CBEST).
  - The preliminary credential would be granted upon completion of a year's post-baccalaureate course work in an accredited program.
  - The clear credential would be granted upon successful completion of the residency, plus passage of state examinations of competence in subject matter to be taught and command of relevant knowledge of learning and teaching, and after on-site assessments of instructional skill and classroom management.
  - Advanced specialty certificates would be awarded to teachers with five or more years of teaching experience who pass the appropriate examination in the specialty for which the certificate is sought.
- Reduce and streamline the entire credential system to ensure competence while allowing flexibility in staffing local schools. The current proliferation of diverse credentials reduces flexibility in assigning teachers at the school level. Some specialization is necessary to ensure expertise, but California does not need to issue over 80 different credentials.



- Develop a Code of Ethics For The Teaching Profession.
- Establish the requirements for certifying new classifications of teachers, such as mentors, peer evaluators, and staff developers.
- Establish standards for accrediting teacher preparation programs in colleges and universities.
- Establish standards for credential revocation and suspension and any other intermediate sanctions established in state statutes.
- Create and manage a state teacher information system that would maintain computerized records on credentials issued, teacher supply and demand, misassignment of teachers, and any other information considered necessary.
- Include a separate, autonomous enforcement mechanism, designed to ensure that the enforcement of standards be completely independent of the process for creating standards. Regional "Professional Review Committees" would allow expeditious adjudication of discipline cases. These committees would be supervised by a statewide Professional Review Committee comprised of a majority of teachers, with representatives of school administration and the public. Professional review committees would administer the examinations developed by the Teaching Standards Board, process credential applications, and enforce standards of competency and discipline by developing and invoking appropriate sanctions.

2 RECOMMENDATION TO: THE GOVERNOR, THE LEGISLATURE, AND UNIVERSITIES

Deregulate Academic Training Of Teachers

The state currently prescribes in detail the courses and other experiences required for a teaching license, something it does not do for other professions that require far more academic training, such as medicine and law. Such rigid requirements tend to stifle innovation in developing teacher education curricula, they fail to prepare teachers adequately for the classroom experience, and they offer no assurance that individuals meeting the requirements are, in fact, ready to teach.

Current regulations, including course requirements and student teaching requirements, should be eliminated.

The education of teachers begins with entry to the university. Elementary and secondary teachers must be broadly, liberally educated. This means acquaintance with the arts and humanities, with natural and social science, with mathematics, and with language. Elementary teachers must incorporate all these subjects in their course of study. Secondary teachers must appreciate the relation of their area of study to man's cultural achievements. Today, however, many students routinely complete college with no science or math courses, no language, and no exposure to the fine and performing arts. This is unacceptable for future teachers. University administrators must enable faculties to repair long standing defects in teacher preparation. Teacher education faculties cannot do this alone. They must work closely with liberal arts faculties and schools to broaden and deepen prospective teachers' undergraduate course work. They must make partners of public school teachers and principals to enable more teachers to have improved training experiences and to translate new knowledge about teaching into everyday instruction.

Instead of awarding a credential on the basis of courses successfully completed, the state should develop an assessment system to evaluate a credential candidate's professional knowledge, and should require on-site assessments of teaching performance.

To prepare students for these assessments, faculties of education should develop new, full-year, post baccalaureate programs of university courses, classroom observations, and seminars with working teachers. The fifth-year program should be a full year of course work, followed by a second year's teaching residency, also under the supervision of the university, in close collaboration with the schools. To assure that the quality of such programs is sufficient to enable students to pass the Standards Board examinations, schools of education should be subject to the same accreditation and internal review processes as other university departments.

California's colleges and universities are now hiring the next generation of teacher educators. It is as important that these faculty have enhanced opportunities to teach teachers as it is for teachers to have the tools they need for teaching children. Education faculties must forge partnerships with the schools, they must collaborate more closely with liberal arts faculties, and they must strengthen the research base for teaching.

3 RECOMMENDATION TO: THE CALIFORNIA TEACHING STANDARDS BOARD

Require A Teaching Residency For A Clear Credential

A full year of paid, supervised teaching should be the culmination of teacher preparation and a prerequisite for a license to teach. Candidates who have passed state exams following their fifth year course work would begin teaching with a reduced class load and with support from a mentor teacher in the school and a clinical professor at the university. University teacher education courses should be sufficiently staffed to allow professors to supervise no more than 15 residents each. On-site performance assessments by peer teachers, university faculty, and school administrators would begin during the residency year.

4 RECOMMENDATION TO: THE CALIFORNIA TEACHING STANDARDS BOARD

Replace The Emergency Credential With An Alternate Route Into The Teaching Profession

The teaching profession must be able to recruit talented individuals, in addition to college students, from a variety of sources to address geographic and subject area shortages. Young people already graduated from college, persons changing careers, and early retirees include many individuals interested in the challenge of teaching.

The state currently grants large numbers of emergency credentials, particularly in subjects such as mathematics, science, and bilingual education. They require that the holder take

courses at night to earn a clear credential. These classes alone are often insufficient preparation for a teaching career.

Universities should design concentrated programs leading to a clear credential for work-seasoned people and others who already have a bachelor's degree in the field which they plan to teach. Such programs would be targeted at subject area shortages, and would include a full summer session of university course work, a one-year paid residency, a seminar throughout the residency, and a summer session following the residency.

5 RECOMMENDATION TO: LOCAL SCHOOL DISTRICTS, THE GOVERNOR AND THE LEGISLATURE

Redesign The Process For Granting Tenure To Teachers

Tenure should be as difficult to achieve as it is to lose. A more effective process is needed for removing incompetent teachers from the schools. That process can best serve all involved if it is completed early in the career.

Local school districts have the power to uphold standards through their decisions to grant or deny tenure. The first years on the job are the appropriate time to detect incompetence or unsuitability for a teaching career. Very rarely do competent teachers subsequently become incompetent; signs of inability to teach are present from the beginning.

Under current law, probationary teachers in California enjoy nearly the same tenure rights as permanent teachers. Provisions in Senate Bill 813 were intended to grant school districts greater authority for dismissing teachers during their probationary service, yet dismissal procedures remain mired in legal ambiguities and litigation. SB 813 reduced the probationary period from three to two years, but failed to provide the time or the tools to evaluate and dismiss demonstrably incompetent teachers during that period.

The current system of evaluating teachers for tenure doesn't work. Administrators, usually principals, are responsible for making evaluations, yet they are directly responsible for too many teachers to make thorough and fair evaluations. In many cases, they are not qualified to evaluate a teacher's performance because they are not sufficiently familiar with the subject being taught. As a result, evaluations are not rigorous enough and tenure rights too often are granted to teachers who are not well qualified.

The current tenure process will face even greater strains with the influx of new teachers entering classrooms over the next decade. Administrators will not have the resources to ensure adequate evaluation of probationary teachers without assistance from teachers themselves.

The California Commission On The Teaching Profession recommends that:

5 (a) The Legislature repeal the provision of SB 813 that shortened the probationary period for new teachers. The law should require three years of probationary service, including the year of residency. The law must also draw a clear distinction between the tenured and the probationary teacher's rights to job security. Teachers hired by a district on probationary status should have significantly fewer job security rights than those teachers who have served three years, undergone performance assessments, and

have earned tenure.

5 (b) The California Teaching Standards Board develop guidelines for the use of local districts in evaluating new teachers for their tenure process.

5 (c) The burden of proof for tenure be shifted from the employer to the candidate. As suggested by Dr. Edwin Bridges of the Stanford Graduate School of Education, and others, school districts should grant tenure to teachers based on a positive demonstration of teaching competence and dedication to the profession and district. Currently, the school district as employer, and the principal as supervisor, must prove a candidate is incompetent to justify denial of tenure. Candidates instead should be responsible for proving they are, in fact, competent.

5 (d) Specially trained teachers be designated as "peer evaluators" and, working as teams, observe and evaluate probationary and permanent teachers on the model of a higher education faculty making recommendations to a dean.

5 (e) Teachers participate directly in the tenure and evaluation decision processes. School boards should establish district-wide tenure review committees that would include peer evaluators to review each tenure application and make recommendations to the superintendent and school board. The teachers in schools in Toledo, Ohio have successfully demonstrated the use of fellow teachers as evaluators for both probationary and permanent teachers.

6 RECOMMENDATION TO: LOCAL SCHOOL DISTRICTS AND THE CALIFORNIA TEACHING STANDARDS BOARD

Establish A "Board Certified" Classification

Education professors speak compellingly about the need to provide teachers with more specialized knowledge about teaching, based on the research of the past decade. Such study, however, would be of limited value prior to entry into teaching. It is generally agreed that advanced theoretical knowledge of teaching can best be grasped after some experience with students in classrooms.

Universities should establish advanced programs in which teachers would return to study after five years of experience, in preparation for advanced examinations developed by the California Teaching Standards Board. Such a program of rigorous reflection on and expansion of classroom experience should serve as the basis for all advancement to upper rungs on a career ladder.

Enrollment in such programs would be voluntary. Teachers themselves would pay for advanced study, and they would complete the work primarily on their own time, in anticipation that passage of the examinations would qualify them for higher pay.

Teachers should receive additional pay as they advance in their careers and become more expert. Incentives should encourage professional growth, reward mastery, and distinguish outstanding performance. But current salary schedules reward all teachers alike for years of experience and for continuing education. Experienced teachers should receive higher pay, but the prevailing arrangement which exchanges higher salary for course-taking does little to improve the quality of teaching. Teachers report these courses rarely help improve their practice. Many are aimed at the administrative credential and do not pretend to relate to teaching.

An advanced examination in teaching would stimulate improvement by defining ad-

vanced course work, certifying the expertise of those who pass the exam, and offering higher pay for board certified instructors. Districts could use existing salary increments for course-taking as a partial source of funds; the Governor and the Legislature should appropriate funds to meet the remaining costs.

7 RECOMMENDATION TO: LOCAL SCHOOL DISTRICTS, THE GOVERNOR AND THE LEGISLATURE

Strengthen And Focus The Mentor Program

California has already made a good start in creating a career structure for teaching. The state's Mentor Teacher Program, initiated by SB 813 in 1983, offers five percent of a district's teachers $4000 in additional salary in exchange for part time additional duties in service to other teachers or to the district. Under current law, mentors may spend up to 40 percent of their time outside of their classroom. (In fact, most mentors do not spend much time away from their regular classroom duties, but complete their mentor tasks during preparation periods, after school, and during the summer.)

This program should be continued, at least at present funding, while career ladder policy is developed by the state.

The program should also be strengthened by making the mentor classification a definite career move, instead of a short term position as under current law. Mentors should be subject to periodic reauthorization to provide a quality review.

The mentors' eligibility and duties must also be more narrowly defined. As the program now operates, participants may do other kinds of projects instead of working with novices or colleagues. A mentor should be strictly limited to providing one-to-one coaching in the classroom, or seminars and workshops for teaching residents, probationary teachers, or for experienced colleagues.

As the California Teaching Standards Board develops its advanced programs and examinations, these should become prerequisites for mentorship. The Board should outline a training course for mentors leading to a Board mentor's certificate. These training programs should be developed jointly by universities and school districts.

Qualifications should be amended to include formal or informal experience in assisting fellow teachers, as demonstrated by positions held, projects undertaken, or testimony from colleagues.

If mentors are to have a significant impact on the quality of teaching, there must be more of them. Once the program is fully established, it should be expanded so that up to one-third of all teachers can become mentors.

The mentor program is especially significant because it carries the promise of a major shift toward greater professional cooperation among teachers and toward leadership by teachers in developing standards of excellence for the profession. Credential requirements and tenure procedures can ensure that certain standards are met. However, they do not in themselves inspire excellence. The skill and judgment of excellent teachers, widely observed and communicated to colleagues, must be a major source of strengthened professionalism in teaching.

The prevailing assumption today is that all practitioners are equally proficient. Teachers who request help are likely to be deemed inadequate; those who offer help deemed presumptuous. By making the mentor a key advanced position in a career ladder, the profession will be acknowledging natural, practical, and helpful status differences while justifying advances both in pay and in responsibility for decisions that affect teachers' work.

RECOMMENDATION 8

TO: THE SUPERINTENDENT OF PUBLIC INSTRUCTION, LOCAL SCHOOL DISTRICTS, THE GOVERNOR AND THE LEGISLATURE

Create And Fund A Competitive Grant Program To Demonstrate Advanced Career Options For Teachers

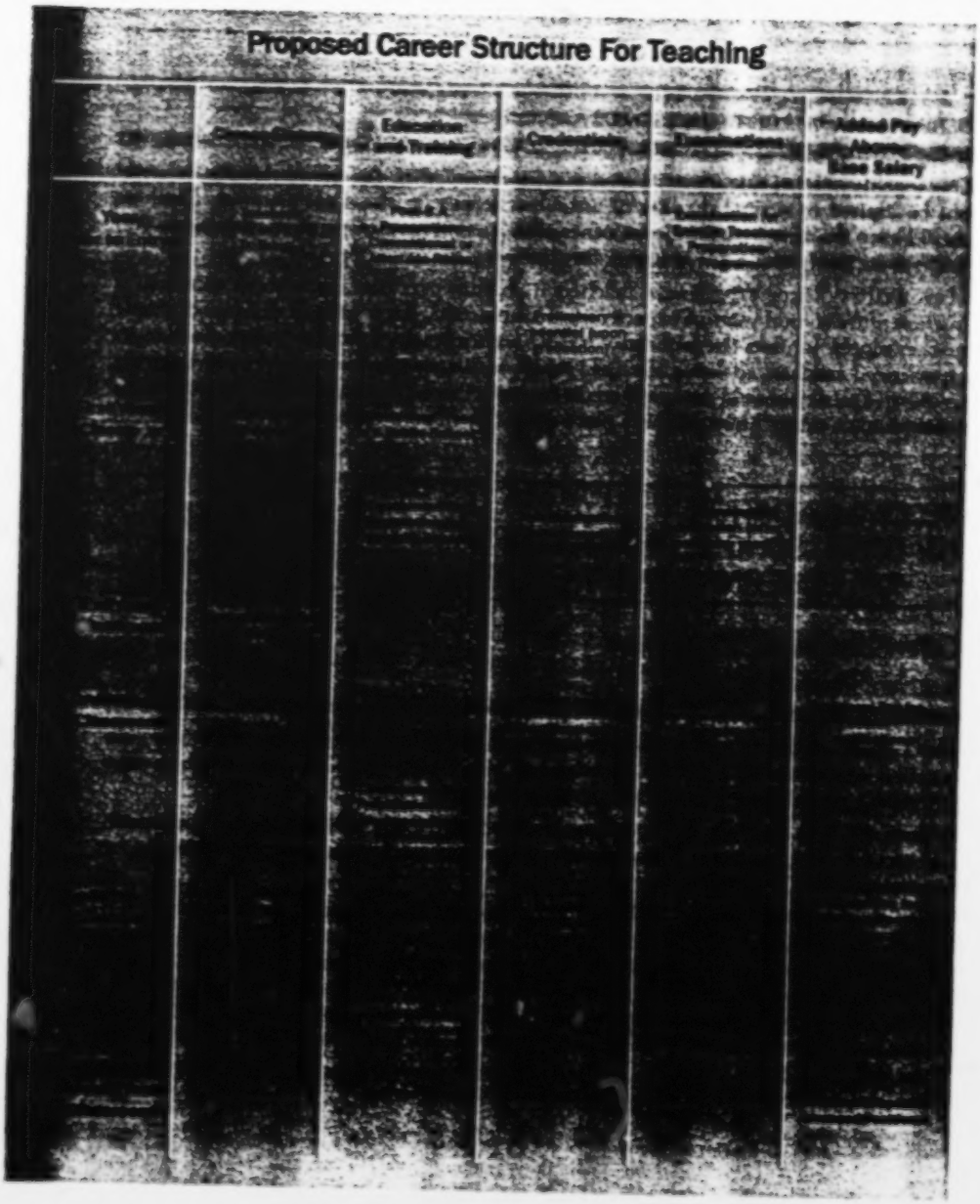
A true profession must offer individuals the opportunity for growth in their careers and in their lives. Professional growth brings with it additional responsibilities, and taking greater responsibility allows the professional to achieve greater status and higher salary, and to make a contribution to the profession itself.

Not all teachers will want to move upward, but the options must be available and the incentives strong enough to attract a sizable number of expert teachers. Some may wish to gain board certified status but remain full time in their own classrooms. Others may wish to advance and pursue full time responsibilities outside the classroom for limited periods and then return to classroom teaching. Still others may wish to teach part time and carry out other duties part time, acting as mentors for student and novice teachers, developing curriculum, teaching student teachers at the university, participating in university research on instruction, evaluating probationary teachers for tenure, or planning and presenting inservice courses for colleagues.

Advanced career positions should increase the variety and responsibility in teaching work, and should be directed toward improving the skills of the teachers in the school and toward the modernization of the instructional program.

If those who are promoted substantially contribute to the improvement of other teachers and of instructional methods, the career ladder becomes visible and valuable to all teachers. But if the ladder serves only to increase pay, competitiveness and resentment are the likely results. It is critical, therefore, that the advanced career positions for teachers be carefully designed.

There is insufficient experience and information available today to guide such a dramatic innovation in the structure of the teaching career. This recommendation, therefore, calls for funding ten school district proposals for developing model career ladders using teachers in advanced positions. These demonstration projects would help establish a base of experience for policymakers and the new California Teaching Standards Board to formulate statewide goals. The state Department of Education should commence a comprehensive documentation and comparative analysis of the projects to help evaluate effective uses of teachers in advanced positions, to assess what additional academic training may be necessary, to help determine proper compensation for the various stages in the ladder, and to assess teacher reaction to the changes.



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9 RECOMMENDATION TO: LOCAL SCHOOL DISTRICTS

Give Teachers Full Credit On Salary Schedules For Their Total Years Of Experience

One ingredient in an attractive profession is career mobility. A career in teaching should not be limited to several decades of unbroken service in the same location. Teachers should have the same possibilities as other professionals for moving to another employer, in the same field, who will bid higher for their services.

Many districts hiring experienced teachers from elsewhere now credit them with only a fraction of their total years of experience. This practice, left over from the days of ample teacher supply, inhibits the mobility of talent within teaching, and therefore encourages experienced teachers to leave the field while it discourages new talent from entering teaching. Districts should grant full credit for experience acquired in other districts when determining a newly hired teacher's place on the local salary schedule.

10 RECOMMENDATION TO: LOCAL SCHOOL DISTRICTS, THE GOVERNOR AND THE LEGISLATURE

Offer Sabbaticals To Improve Teacher Productivity

The Legislature and local school boards should establish sabbatical programs in which excellent teachers with extensive experience may apply for paid leave, during which they will pursue professional study related to their teaching.

Sabbatical leaves for study, work, or travel focused on the teacher's discipline are a proven and cost-effective means for reinvigorating excellent teachers who might otherwise be permanently lost to teaching.

The goals of a school district's sabbatical program should be to encourage the professional growth of individual teachers and, at the same time, to reinvigorate the school district and the educational system. Sabbaticals should not be used as rewards for past service, but to strengthen the ability of professional teachers to better serve their students and their schools in the future. Sabbatical programs should be competitive, with weight given to proposals that will benefit the school and the profession as well as the individual teacher. Those who are chosen will take a sabbatical from the classroom, but not from teaching. When they return, both they and the profession will benefit.

II. Redesign The School As A More Productive Workplace For Teachers And Students

Many schools today do not provide teachers and students with the basic resources for their work. If students are to be motivated to learn, the schools must provide an environment in which teachers can teach.

The need for a positive environment that encourages teaching and learning will be especially acute in the coming decade, when California's schools will cope with changes in the size and composition of the student population. Those students who give up on school and drop out will be a liability to themselves and to society, individuals cut off from opportunity, and human resources lost to society and the economy.

Two hallmarks distinguish good schools: they demand, and they care. To be productive, a school must demand that academics come first, must insist on high standards, and must achieve consensus on fundamental goals and values. Equally important, the school must be a place where the individual counts, where no one feels ignored.

California's high school dropout rate of 31 percent today exceeds the national average of 27 percent and has been growing. Californians must accept responsibility for addressing the causes that result in the rejection of schools by such a significant percentage of students.

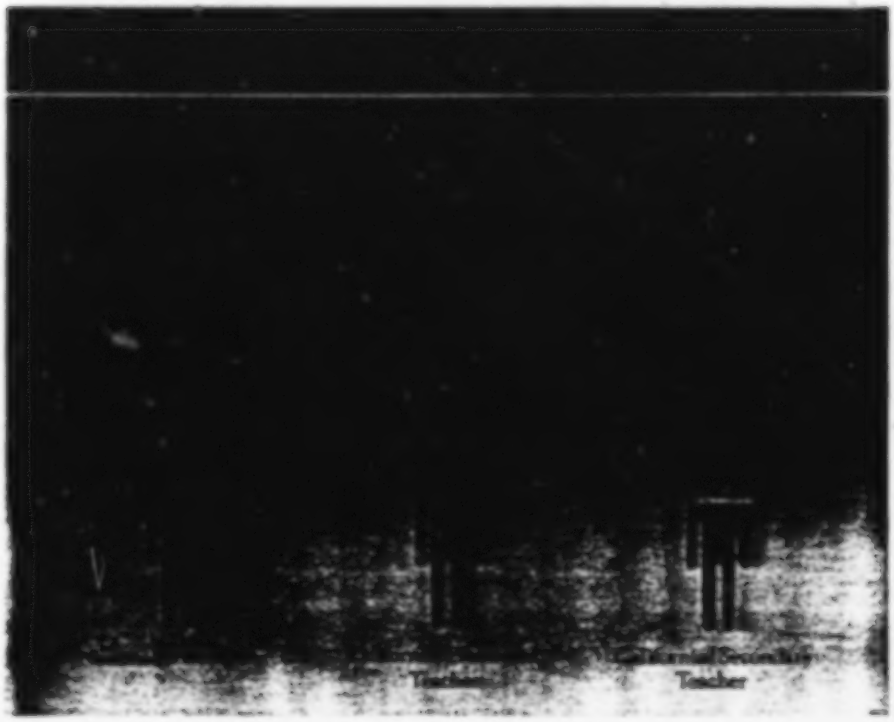
11 RECOMMENDATION TO: THE GOVERNOR, THE LEGISLATURE, AND LOCAL SCHOOL DISTRICTS

Begin The Process Of Reducing Class Sizes

A teacher's most basic resource is time to work with students, especially time to give each student individual help. Many parents routinely judge the quality of a school on how much attention their child receives from the teacher.

Educational researchers concur: one-to-one tutoring is the most effective of all forms of instruction. A child receiving one-to-one help gets more practice, more opportunity to ask and explore questions, more encouragement, and experiences less pressure to move at an uncomfortable pace and to pretend to understand what remains unclear.

Yet, California's classrooms are so overcrowded that the state ranks fiftieth in the nation in its student-teacher ratio, and the situation in many communities is getting worse. In the elementary grades, this ratio is nearly 24 to 1, while the secondary ratio is just over 28 to 1. The national average student-teacher ratio is just over 18 to 1. Because the student-teacher ratio is calculated by dividing the total number of students from kindergarten through the four years of high school (K-12) by the total number of certificated teachers, including all specialist and resource teachers, it underestimates the actual average class size in California, which is typically even larger.



Classes of that size are an insurmountable barrier preventing teachers from providing students the attention they need. California's resources must be applied to reducing the average teacher's workload. The most important policy goal for California schools is to introduce one-to-one or small group instruction to more students more of the time.

The Legislature should create a new state fund to finance local projects designed to reduce the number of students in the teacher's classroom.

Local school districts would submit proposals for funding based on local priorities. Some districts may wish to begin lowering class sizes in the primary grades; others may consider it more urgent to lower class sizes in academic courses in high schools. Still others may want to target particular schools that have difficulty attracting and retaining teachers.

12 RECOMMENDATION TO: LOCAL SCHOOL DISTRICTS, THE GOVERNOR AND THE LEGISLATURE

Provide Safe And Sufficient Classroom Space

Without sufficient classroom space, there is no hope for lowering or even maintaining class size, and in the final analysis, there is no hope for improving the career of teaching or the education that California's children are entitled to receive. The Commission recommends the following actions.

12(a) Initiate the quarter system for year-round use of schools. Local superintendents and school boards should study the potential benefits of operating more schools year-round, allowing staff and students to select the quarter they are off, or to study and work the whole year.

The Los Angeles Unified School District decided that allowing classrooms to stand empty three months of the year was an unaffordable luxury. It air conditioned its schools for use during the summer, and discovered that year-round operation provides not just economies, but also benefits. Students who want or need to are able to keep learning momentum going through the summer. Teachers are able to earn extra income by working during their "off track" time, and thus constitute additional staffing that the district badly needs. Teachers can increase their commitment to the schools by working on professional matters during the time gained.

The district has already switched close to 100 schools to a year-round schedule. Officials estimate that converting another 100 of the districts 600 schools would save taxpayers $100 million in new school construction over the next five years. By holding down the number of additional schools, the district will also save $200,000 per year in salaries for additional administrative, maintenance, and support staff.

12(b) Fund needed rehabilitation and maintenance of school buildings. Because of deferred maintenance, many classrooms in California will become totally unusable in the near future, reducing the supply of class space, unless corrective measures are taken. The state Department of Education has an inventory of the school system's maintenance backlog that calls for $2 billion in maintenance and repair. Each year, California schools need an additional $350 million statewide to keep existing facilities in good repair. The Governor and the Legislature should initiate a series of bond issues to pay for the state's current deferred maintenance backlog, and it must make

maintenance an integral part of each year's education budget.

12(c) Expeditiously fund new school construction as needed. Pretending we can do without new schools when the need becomes undeniable will only guarantee overcrowded classrooms in the future. California's volatile demographics require constant monitoring of the need for new facilities. The state must work with local districts to find creative ways to utilize existing classroom space, but where new construction is clearly needed, the current application process for new construction funds must be streamlined and accelerated.

13 RECOMMENDATION TO: THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THE GOVERNOR AND THE LEGISLATURE

Provide Sufficient Instructional Materials

The Superintendent of Public Instruction, the Governor, and the Legislature should ensure that students have the equipment and supplies they need to learn. The Superintendent should have the ongoing responsibility for reporting to the Governor and the Legislature on the sufficiency of instructional materials, and to work with them to ensure needs are met.

The existing state fund, and the formula for distributing it to local districts are both woefully inadequate. Basic unit costs have risen. The cost of an average science textbook today is $17 each, yet the entire appropriation for materials per student per year in secondary schools is only $12 — not enough to pay for a single science textbook. And schools need more varied and advanced materials to increase the productivity of teachers facing larger and larger classes. Supplementary materials such as maps, globes, workbooks, simulations, software, and video equipment are no longer luxuries, but necessities which schools lack the funds to procure.

The California Commission On The Teaching Profession surveyed California teachers and discovered that:

- One-quarter of teachers surveyed reported they do not have a textbook for every student.
- One-quarter report they do not have the other, non-textbook, basic learning materials they need. In fact, 38 percent spend more than $100 of their own money each year on classroom materials, rather than simply go without.
- One-fifth report they do not have access to the audio-visual equipment they need.

Once again, California compares poorly with other states. In a separate, national survey, 52 percent of the California teachers reported inadequate supplies, materials, and facilities, compared with 36 percent nationwide. And 62 percent of California teachers reported overcrowded classes, compared with 46 percent nationwide.

14 RECOMMENDATION TO: THE SUPERINTENDENT OF PUBLIC INSTRUCTION AND LOCAL SCHOOL DISTRICTS

Develop And Publish A Biennial "Index Of Conditions For Teaching And Learning" For Every School

Parents usually only see reports on their schools' outputs: test scores and standings in comparison with other schools; course requirements; dropout rates. They also need to see reports on their schools' inputs, so there can be a greater public awareness of the challenges to be met by the community, and the problems that wait down the road if corrective measures are not taken.

Most consumer goods today contain lists of ingredients on their labels, and truth-in-advertising statutes require warnings to the public about many products. The public is entitled to the same information about ingredients affecting its schools.

The state Department of Education should initiate development of an "Index of Conditions for Teaching and Learning" by a task force of teachers, administrators, and research specialists, that must be used by all districts to provide the public with information on every school in a uniform, easy-to-understand format.

The purpose and structure of the index would be based on similar tools used in private industry by such firms as Hewlett-Packard and International Business Machines for monitoring management and productivity of various divisions within the company.

The index should report on at least the following factors:

- Class size and teaching loads.
- Teacher assignments outside area of competence.
- Time spent by teachers on non-teaching tasks.
- Sufficiency and currency of textbooks and teaching materials.
- Availability of qualified personnel to provide counseling and other special services for students.
- Availability of well qualified, adequately compensated substitute teachers.
- Safety, cleanliness, and adequacy of school facilities.
- School order, climate for learning, and behavior problems.
- Adequacy of teacher evaluation and opportunities for professional improvement.
- Teachers' assessment of the quality of school leadership.

15 RECOMMENDATION TO: LOCAL SCHOOL DISTRICTS AND SUPERINTENDENTS

Intervene In Schools At Risk

Failing schools are equivalent to educational bankruptcy. When bankruptcy occurs in business, the institution is placed in receivership and outside authorities intervene. Such intervention in schools, called "management by exception," is practiced now in a number of states and is described in the 1985 report of the Committee for Economic Development, *Investing In Our Children.*

The inequity in distribution of teaching talent across schools results in many students — disproportionately minorities and poor — being taught throughout their school lives by the least qualified teachers. The schools that need good teaching most are beset with high turnover, larger classes, people serving with only emergency credentials, and misassigned teachers. The young teachers, most in need of a stable and stimulating teaching environment, are the most likely to be assigned to such unstable and demoralizing schools. The only way to break this cycle of failure for students and teachers is for school boards and administrators to revise spending priorities so that schools with special needs are the first to benefit from district efforts to improve teaching conditions.

School boards and district superintendents should monitor individual schools, paying special attention to those with serious problems indicated by the Index of Conditions. When the existing management team is unable or unwilling to take corrective action, the superintendent or the school board must be prepared to act on behalf of students, parents, and the community and assume administration of the school pending selection of new management. Failure to make improvements within a reasonable time should constitute grounds for dismissal of the school principal or, when the problem is determined to be at the district level, the superintendent.

16 RECOMMENDATION TO: THE GOVERNOR, THE LEGISLATURE, AND THE SUPERINTENDENT OF PUBLIC INSTRUCTION

Restructure The State Committee On Education And Technology

Technology holds great promise for improving instruction through new methods of communicating subject matter, and for helping school districts contain the rising costs of providing quality education by increasing the productivity of teachers.

Many private corporations have already incorporated such advances as videotape instruction, satellite broadcast television, and interactive videodisc systems into their employee and customer training programs. There is a need now for leadership in industry and in education to help county offices, school districts, colleges and universities, and private corporations to work together to apply current and future advances to the instruction of young people.

The Legislature should restructure the existing state committee on technology to include additional representatives of the computer and telecommunications industries, large-scale users of high technology systems in private industry, and academic researchers in technology development and application. The technology committee should build on its existing work to monitor technological developments and innovations, and make recommendations to the Department of Education and to local school districts on the application of technology to the curriculum and instructional processes. The state budget should be increased to support these efforts.

Current and recent state efforts have focused on studying and acquiring computer hardware for schools. The efforts of the new task force should be directed more at the application of such equipment, and new developments in software. It would be coordinated by a strengthened Office of Educational Technology within the Department of Education. Such an office could be effective with at least one dedicated person who would champion the development and application of technology to school instruction.

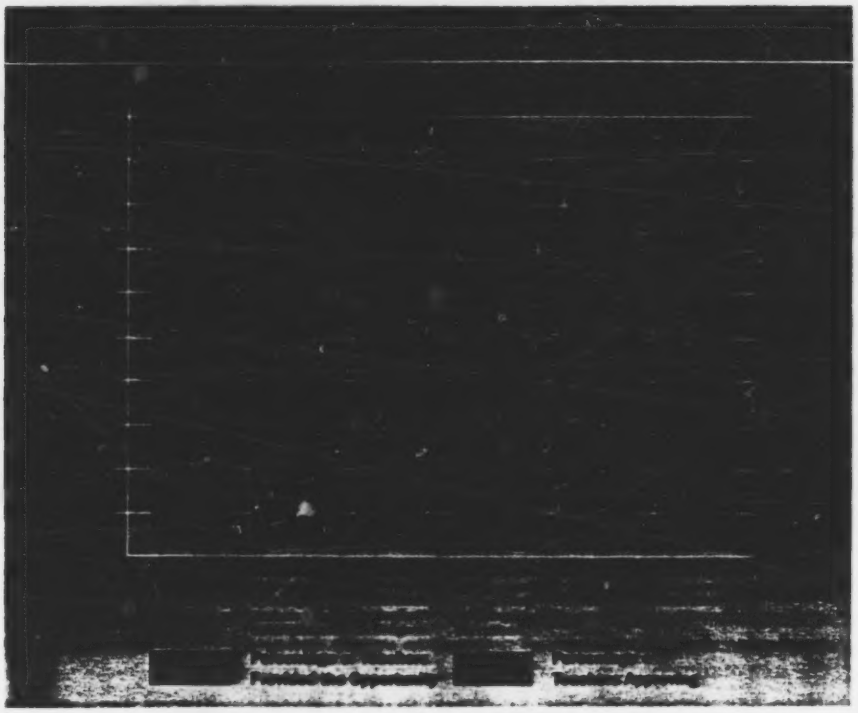
17 RECOMMENDATION TO: THE SUPERINTENDENT OF PUBLIC INSTRUCTION

Focus State Professional Development Programs On Educational Improvement

The traditional mode of whole-class instruction is inadequate to convey a solid course of study to a burgeoning, multicultural, multilingual student body, some of whom receive little assistance in learning from their families. Innovation — including technology — to maximize one-to-one instruction is a necessity.

But innovation in schools first requires teachers' analysis of present instruction, individually and collaboratively; encouragement to invent and willingness to try something new. This is what the continuing education of teachers should accomplish.

However, most professional development activities for teachers today take place outside the school, despite research evidence that effective inservice education requires observation, feedback, and coaching in the teacher's classroom. Most inservice activities are one-shot workshops about a new technique, despite knowledge that such workshops have almost no effect on learning new content or developing new modes of instruction.



In a statewide survey conducted under the auspices of the California Commission On The Teaching Profession, teachers were asked if they approved of various opportunities for evaluating and improving their classroom performance. They were also asked whether their current jobs provided those opportunities.

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Instead, professional development efforts must emphasize greater cooperation among teachers within the school. The Commission's survey of teachers revealed a discrepancy between teachers' perceptions of their need for professional growth activities, and their opportunities to engage in them. Instead of being enterprising and collaborative, many teachers are isolated in their classrooms with little organized colleague support.

Time must be provided teachers during working hours to reduce their professional isolation, and to increase their mutual assistance. Possibilities include forming departmental or school-wide committees to review teaching methods in various subject areas or grade levels, and to discuss academic progress, student discipline, grading policies, and other school operations.

17(a) The Superintendent of Public Instruction should create an independent panel of teachers, other educators, and management experts to review all state programs intended to improve schools and teaching. Current programs funded at the state and federal level lack coordination and a unifying goal or theme. There are tens of such programs that include provisions for professional development, totaling over $90 million for that purpose, or over $500 per year for every teacher in California. What results are these programs producing in classrooms? Do they develop teacher competence, confidence, collaboration, and innovation? The panel should be charged with making recommendations for converting the current, confusing system into a cohesive whole capable of sustaining direction and meeting stated goals. The panel would report to the Governor, the Legislature, and the state Board of Education. To promote objectivity, staff should not include staff or consultants who work directly with any current programs.

17(b) Staff development programs in particular must be reviewed and coordinated to provide observation, feedback, and coaching — proven strategies for improvement.

RECOMMENDATION 18
TO: THE SUPERINTENDENT OF PUBLIC INSTRUCTION, LOCAL SCHOOL DISTRICTS, THE GOVERNOR AND THE LEGISLATURE

Define The Role Of The Principal

The principal, as the school's chief executive, should be responsible for developing and utilizing teachers' leadership and professionalism. To meet this responsibility with consistency in schools throughout the state, the educational community must consider and agree on professional standards and training for principals, and on a process for allowing qualified and talented individuals to become principals.

18(a) The Superintendent of Public Instruction should continue the effort to define the role of the principal and encourage acceptance of the new definition by the statewide educational community. The Commission strongly urges that this definition emphasize the participation of teachers in a team effort to manage the school, and the role of the principal as a leader and facilitator of that team effort.

18(b) The curriculum being developed by the Central Institute of the California Leadership Academy established by SB 813 in 1983 should include the new definition of the school principal's role. Principal training will be effective only if the principles and techniques learned can be transferred to the job. This transfer will be difficult, if not impossible, if the principal's supervisor is either unfamiliar with or unsupportive of the ideas and skills acquired in the academy. District superintendents must change the methods of evaluating principals.

The state should also encourage the development of training programs for principals at colleges and universities by developing criteria for program accreditation, in the same way teacher preparation programs should be accredited. Current training for an administrative credential is hopelessly inadequate, depending on a collection of courses spread over several years on the margin of the teacher's work day. Teachers receive salary increments to take courses toward an administrative credential, a process that serves neither to improve their teaching nor to supply the systematic education necessary for wise and effective school leadership.

18(c) The Legislature should assist in funding a system of internships for prospective principals. Entry into an internship program could be determined by panels of teachers and principals, making the job of principal a real career possibility for more teachers. Interns would have a reduced administrator work load, much like the residency proposed for the new teacher. Their performance would be assessed by teachers and administrators, contributing to their development of management skills while weeding out those who should not be retained as full principals. The internship would serve as helpful training for new principals, and would help open the process of selecting principals, enabling more teachers to consider the position as a career step.

RECOMMENDATION 19
TO: THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THE GOVERNOR, LEGISLATURE, AND LOCAL SCHOOL DISTRICTS

Restructure The Management Of California Schools

Old fashioned bureaucracy is poorly suited for the management of trained professionals. Testimony before the Commission, the large body of research on effective schools, and the emerging wisdom from business management all indicate that teachers must participate in the task of managing and reforming their schools.

The Commission does not intend the removal of management authority from school administrators. Superintendents and principals are responsible for management, they are immediately accountable to the public, and they work without tenure. However, greater participation of teachers in the administration of schools will call for a new approach to school management by principals, superintendents, and school boards.

19(a) Principals should be assisted by school districts in developing a corps of teacher/administrators among the school's active teachers. Such a position could be among the advanced teaching positions to be developed as part of the teaching career ladder. The "span of control" of a principal in today's schools is usually several times the six to ten people supervised by one manager in industry. Adding more administrators is a budgetary impossibility. The only solution is a team approach to school management, with greater delegation of responsibilities to teachers. For example, the role department chairs play in secondary schools could be expanded for this purpose, and grade level chairs could be created in elementary schools.

19(b) Administrators of larger districts should consider dividing the management of very large schools into smaller administrative units, each headed by a teaching "dean," in an effort to approach the "span of control" standard of private industry, limiting the number of employees under the principal's direct supervision to a maximum of ten.

19(c) Districts should encourage school-level hiring and provide local administrators and faculties with greater discretion over school expenditures.

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A Systemwide Approach to Reform of School Management

	Administrator Training	Principal Orientation	Principal Selection	Administrator Continuing Education
Teachers	Suggest content of training programs	Interested individuals enter into orientation program	Representatives participate in selection procedures	Suggest content of continuing education activities
School Principals	Encourage exemplary principals to pass on their practices and philosophies to new principals Suggest content of training programs	Encourage exemplary principals to assist in orienting new candidates		Suggest content of continuing education activities
School Boards and Superintendents	Identify exemplary principals and arrange for internships to orient candidates to the job	Establish programs to orient prospective administrators to the work, via year- or semester-long sabbatical training	Establish selection criteria related to collaborative leadership Use assessment centers and screen for interpersonal and instructional leadership skills	Support inservice for principals emphasizing collaborative leadership
Administrator Organizations	Assist universities and districts to identify a network of principals noted for their support of teachers		Establish an "Executive Corps" of retired administrators to consult with districts on principal selection and evaluation	Emphasize collaborative leadership at conferences and meetings
Colleges & Universities	Emphasize collaborative leadership in courses Draw on new management literature Establish internships with exemplary principals		Develop selection procedures emphasizing collaborative management	Develop and offer inservice courses on effective management of teachers Create centers to support principal staff development
Leadership Academies	Establish links to universities to coordinate preservice and inservice administrator training			Define the role of school principal in relation to teaching professionals Develop training compatible with teacher leadership Expand scope to include superintendents and school board orientations
State Dept. and Legislature	Encourage emphasis on management training compatible with teacher professionalism			Encourage full and continued funding for the leadership academies Structure evaluation to reflect support of teaching and learning

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Principal Oversight/ Assessment	Day-To-Day School Management	School-Site Budgeting	Instructional Leadership	
Representatives participate in administrator evaluation	Participate in school decision-making Serve as department and grade level chairs Serve as "Deans" in large schools	Participate in decisions regarding budget allocations	Participate in the instructional leadership process	Teachers
	Establish mechanisms to involve teachers in school decision-making and planning Delegate but oversee school management Draw on mentors and other master teachers	Establish faculty committees to discuss school budgeting	Encourage school and grade level chairs to develop instructional leadership	School Principals
Evaluate and reward principals for their ability to support teachers in involving them in teamwork, decision-making and innovation	Encourage teacher involvement in district-wide committees and decision-making Delegate functions such as hiring to school site	Establish computer-based information systems Provide greater discretion in school-site budgeting	Develop and reward principals for excellence in instructional leadership	School Boards and Superintendents
	Provide technical assistance to principals via the "Executive Corps"			Administrator Organizations
Develop principal evaluation procedures for use by districts, emphasizing teamwork	Provide technical assistance to principals via school-university partnerships		Strengthen instructional leadership curriculum in administrator training	Colleges & Universities
			Provide training programs in effective instructional leadership	Leadership Academies
				State Dept. and Legislature

RECOMMENDATION 20
TO: LOCAL SCHOOL BOARDS, SUPERINTENDENTS, AND TEACHERS

Involve Teachers In School Decision-Making

School boards and administrators should work with teachers to develop new school-level procedures that directly involve teachers in a range of responsibilities, including:

- Selection of new teachers.
- Evaluation of teachers' performance.
- Helping establish goals for the school.
- Development and coordination of curriculum across grade levels and within departments.
- Establishment of student routines and discipline policy.
- Design and conduct of inservice education at the school site.
- Assignment of students and scheduling of classes.
- Schoolwide problem solving and program development.
- Organization of the school for effective instruction.

RECOMMENDATION 21
TO: TEACHER AND ADMINISTRATOR ORGANIZATIONS, THE SUPERINTENDENT OF PUBLIC INSTRUCTION, AND LOCAL SCHOOL DISTRICTS

Develop Demonstration "Education Policy Trust Agreements" To Formalize The Cooperation Of Teachers And Administrators In Educational Improvement

Almost all of the recommendations of the Commission call for changes in the current organization and management of schools and will affect the work and careers of both teachers and administrators. In many districts, however, these two groups are more likely to think of each other as adversaries than as partners.

An "Educational Policy Trust Agreement" was proposed by Charles Kerchner and Douglas Mitchell as a way for management and teachers to deal formally, but with mutual trust and with flexibility, with matters that lie *outside* the collective bargaining contract.

The Superintendent of Public Instruction should convene a Task Force on Labor and Management in the Schools, with equal representation of teacher organizations and school district administrators. The task force should initiate the collection and dissemination of information on cooperative ventures in labor-management relations in other occupations and in education in other states. This task force could initiate and evaluate a limited number of experiments by school districts to develop a new form of agreement between teachers and administrators. These trust agreements may help create an environment for enhancing the profession of teaching and improving the quality of instruction for students. The task force could also make recommendations for changes in current collective bargaining law which may be necessary to allow the development of the trust agreement.

III. Recruit Capable Men And Women To Teaching

California faces a teacher shortage whose true magnitude is not yet known. Projections indicate demand by 1990 could total up to 85,000 teachers, while only 50,000 will be available, leaving a likely shortage of up to 35,000 teachers.

These figures may underestimate the problem. If California acts upon the recommendations of the Commission and, for example, adopts a pupil-teacher ratio of 20-1 and eliminates emergency credentials and teacher misassignment, then demand could reach 144,000 teachers, and the shortage would rise by a like amount, to as many as 94,000 teachers.

Thousands of people who never before considered becoming a teacher must now be persuaded to enter teaching as a career.

The challenge is not simply to find the needed number of teachers. The challenge is to place highly qualified, trained, and motivated teachers in all California classrooms.

During teacher shortages in the past — most recently in the 1960's — standards were lowered. Many unqualified people got teaching jobs and gained tenure. This time, California must halt that reflex response.

Education in the 1980s and 1990s must bid for new talent in an increasingly competitive labor market. Despite California's best efforts to make teaching a more attractive profession, this competition will make recruiting new teachers more and more difficult.

- Almost every school district in California is having difficulty attracting qualified teachers in math and science. However, as the demand for people with math and science backgrounds grows in the education field, it also grows in private industry, and many qualified people will opt for attractive, well-paid jobs outside of teaching. The same phenomenon has been observed among individuals with bilingual skills.
- As more professional career opportunities become available to women, education can no longer count on recruiting the best and brightest women as teachers.
- Business and the professions bid so high for talented minority college graduates that by the time they reach college they often have already determined to pursue careers other than that of a relatively low paid teacher.
- The transition of America from a manufacturing economy to one based on services and information means that opportunities to work with or serve other people in attractive settings are expanding rapidly. Young people moved by a service ethic can now find more lucrative careers in which to pursue their ideals.
- Recent college graduates will continue to be the primary source of new teachers. However, the 18 to 24 year-old age group today is relatively small and will produce a correspondingly small pool of college graduates.

These economic facts of life mean educators will have to work diligently and aggressively to recruit new teachers. The aging of the U.S. population creates the opportunity for education to attract teachers from among retired people and professional workers looking for different, more challenging and service-oriented careers. If educators move boldly, they have a chance to capture new, seasoned talent for teaching.

Along with recruitment, attention must be paid to allocation of teachers. Each school in California must receive its fair share of good teachers. This is a fundamental, but widely violated principal of equity because inner city and isolated rural schools have greater difficulty attracting and retaining good teachers.

Teacher Supply And Demand, 1985-1990

	High Estimate	Low Estimate
Demand for Teachers	85,000	77,300
Supply of New Teachers	58,000	50,300
Teacher Shortage	29,000	27,000
Demand For Teachers, If	144,000	136,000
1. Pupil/Teacher Ratio Reduced to 20-1		
2. No Emergency Credentials Issued		
3. Teachers Assigned Only to Area of Expertise		
Supply New Teachers	86,000	49,300
Teacher Shortage (under conditions listed above)	58,000	86,700

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22 RECOMMENDATION TO: THE GOVERNOR, THE LEGISLATURE, AND LOCAL SCHOOL DISTRICTS

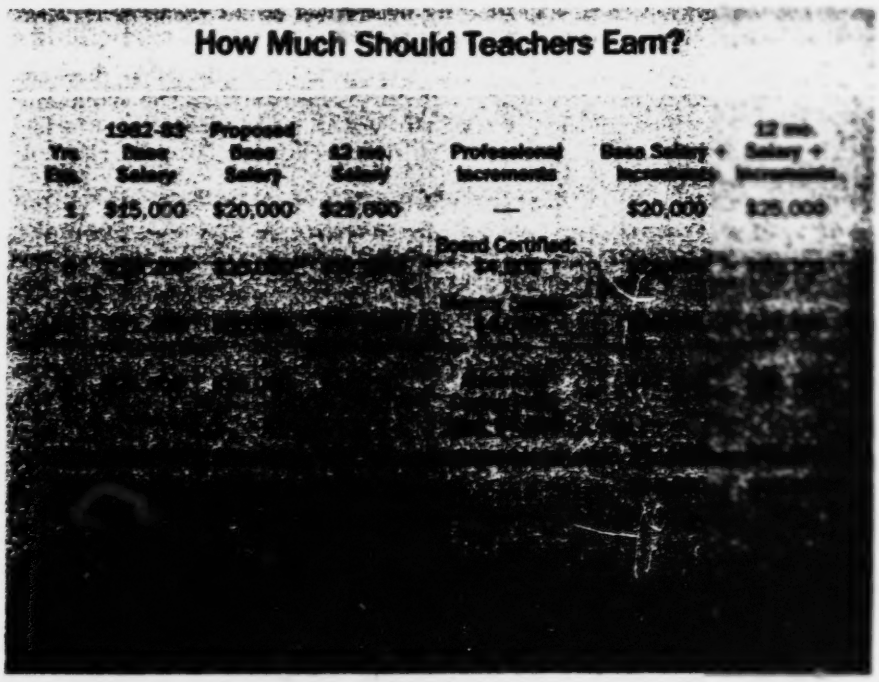
Make Beginning Teacher Salaries Competitive With Other Professions

The Legislature should renew for an indefinite period the provision of SB 813 that offers funds for any school district to increase the bottom salary on its teacher pay scale by ten percent each year. The Legislature should also increase the "cap" on the minimum teacher salary to $25,000, and should establish an increasing minimum beneath which no credentialed teacher's salary should fall.

23 RECOMMENDATION TO: THE GOVERNOR AND THE LEGISLATURE

Restore Lost Purchasing Power For Career Teachers

While there has been some acknowledgement by Californians and their policymakers that teacher salaries must be raised, salaries still have a way to go before they are genuinely competitive. One or more catch-up, cost of living increases for currently employed teachers are needed.



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Over the past decade, teachers' purchasing power has declined 15 percent. In 1982-83, California teachers had a median income of $24,375, compared with a national median for all college-educated workers of $41,382. Even adjusting for the difference between nine and twelve month salaries, California teachers make an average of $10,000 less than their college classmates.

Today, California ranks seventh among states in average teacher salaries. But when teachers' salaries are considered as a percentage of each state's total personal income, California is tied with Florida for the lowest pay in the nation.

Not surprisingly, the recent Metropolitan Life Teacher Poll of teachers nationwide revealed that more than a quarter — mostly veteran teachers — reported they would leave teaching in the next five years. Dissatisfaction with wages was the primary reason given.

24 RECOMMENDATION TO: THE STATE DEPARTMENT OF EDUCATION, AND LOCAL SCHOOL DISTRICTS

Initiate A Statewide Recruitment Campaign For New Teachers

The Department of Education should establish a clearinghouse for gathering and disseminating information and advice about opportunities in teaching, to be made available to prospective teachers, and a parallel effort for information on innovative recruitment strategies for school districts and universities.

The Department should also initiate a media campaign to inform the public about the opportunities for professional service and growth that teaching can offer. This information program must make a special effort to reach all segments of the population, including minority communities, to help recruit a diverse and representative group of individuals interested in teaching as a career.

25 RECOMMENDATION TO: CALIFORNIA COLLEGES AND UNIVERSITIES

Recruit Minority Teacher Prospects At The High School Level

As the number of black, Hispanic, Asian, and other minority students grows, the schools must employ greater numbers of minority teachers.

Today, for example, Hispanics represent about one fourth of the state's K-12 population, but only about one-tenth of the students in the California State University (CSU) system. A recent report found that only 4.9 percent of Hispanic high school graduates, and 3.6 percent of black high school graduates are academically eligible for the University of California. For the California State University, the comparable figures are 15.3 percent and 10.1 percent.

Education departments at universities should initiate recruitment programs at high schools with large minority populations to counsel and assist talented students to complete courses preparatory for college, and to interest them in teaching as a career. The state should provide funding to colleges to enable them to establish the recruitment programs, and it should offer academic and financial assistance once these students are admitted to college.

26 RECOMMENDATION TO: THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THE GOVERNOR AND THE LEGISLATURE

Create A Work-Study Program In Public Schools For College Students

The Legislature and the California Student Aid Commission should establish a work-study program for college undergraduates that would place them in part time hourly positions in elementary and secondary schools as tutors and aides. Such a program would help support college students, offer early experience in teaching-related responsibilities, induce more students to try teaching as a potential career, and it would supply schools with additional staffing assistance.

The Superintendent of Public Instruction should monitor and certify the need for work-study assistance, providing the Student Aid Commission with the information it needs to formulate the program and adjust its size according to the number of students to be served.

27 RECOMMENDATION TO: THE GOVERNOR AND THE LEGISLATURE

Offer Additional Service-Payback Fellowships To Prospective Teachers

The Legislature and the Department of Education should expand and enhance the existing fund to award several hundred college fellowships annually to high achieving California students and adults interested in teaching. In return, the recipients commit to teaching in California public schools following award of their teaching credential. One year of compensated teaching, including the year of residency, should be required to pay back each year of a fellowship. Modifications in the current program should support up to four years of undergraduate and one year of beginning teacher preparation, with higher awards being available for the more advanced years. The maximum fellowship under an expanded program would pay for five years of study, up to a total of $20,000.

A Look At The Price Tag

Improving California's schools will not be cheap.

Because teachers are such an important part of the education California's children receive, it is logical that a major portion of the resources available for education should be invested in more, better trained, highly motivated teachers. The Commission's goal has been to develop teaching as a career, so society's investment can attract the best people and achieve the highest possible returns for the generations to come.

The Commission's recommendations are based on three premises:

Californians are prepared to pay for better teachers and schools. There appears to be a strong political consensus for improving education. The passage of SB 813 in 1983 demonstrated bi-partisan support for improving schools, and recent state budgets have also reflected a concern that California had been underfunding schools and teachers in the recent past.

Continued increases in support will depend on what the public sees as the results of increased spending. The critical question is not how much to spend, but how to spend money on education in the most effective way. The Commission offers these recommendations as a blueprint for making the best possible use of the funding that becomes available.

Reallocating existing revenues can finance much of the Commission's program. Before considering new taxes to pay for these needed changes, the public has a right to expect the state and local school districts to use existing resources more effectively.

Some of the commission's recommendations will result in net savings. If school districts adopt a year-round schedule, for example, the savings will be substantial. Consolidating and coordinating state staff development programs will free up funds for other uses at the state and local level. Eliminating the current system of salary increments for additional courses taken will provide partial funding for higher salaries for board certified teachers.

Involving teachers in school decision-making should also help districts return teachers to classrooms who now spend much or all of their time attending to administrative duties. It has been estimated that as many as 30,000 teachers statewide are now sacrificing teaching time for other duties.

There will also be a system-wide saving in salaries as the current, disproportionately large group of senior teachers moves into retirement and younger teachers, who begin at the bottom of the salary scale, are hired to replace them. It is crucial that these savings be applied to education, and not taken away for use in other areas of the state budget.

Many of the Commission's recommendations entail little or no cost. Many call for changes in the administration of schools, in the approach to teacher preparation,and in procedures for hiring, training, and evaluating teachers. These are changes that will depend more on initiative, new attitudes, and cooperation than on money.

Those recommendations with a large price tag are not for new, untried, or experimental projects. They call for the basics: fewer students in the teacher's classroom, enough safe classrooms to teach in, and salaries at a minimum level to encourage talented individuals to enter and pursue a career in teaching.

California's decision to spend on these basic recommendations will ultimately be the test of this state's willingness to meet the challenge of providing quality education in the future.

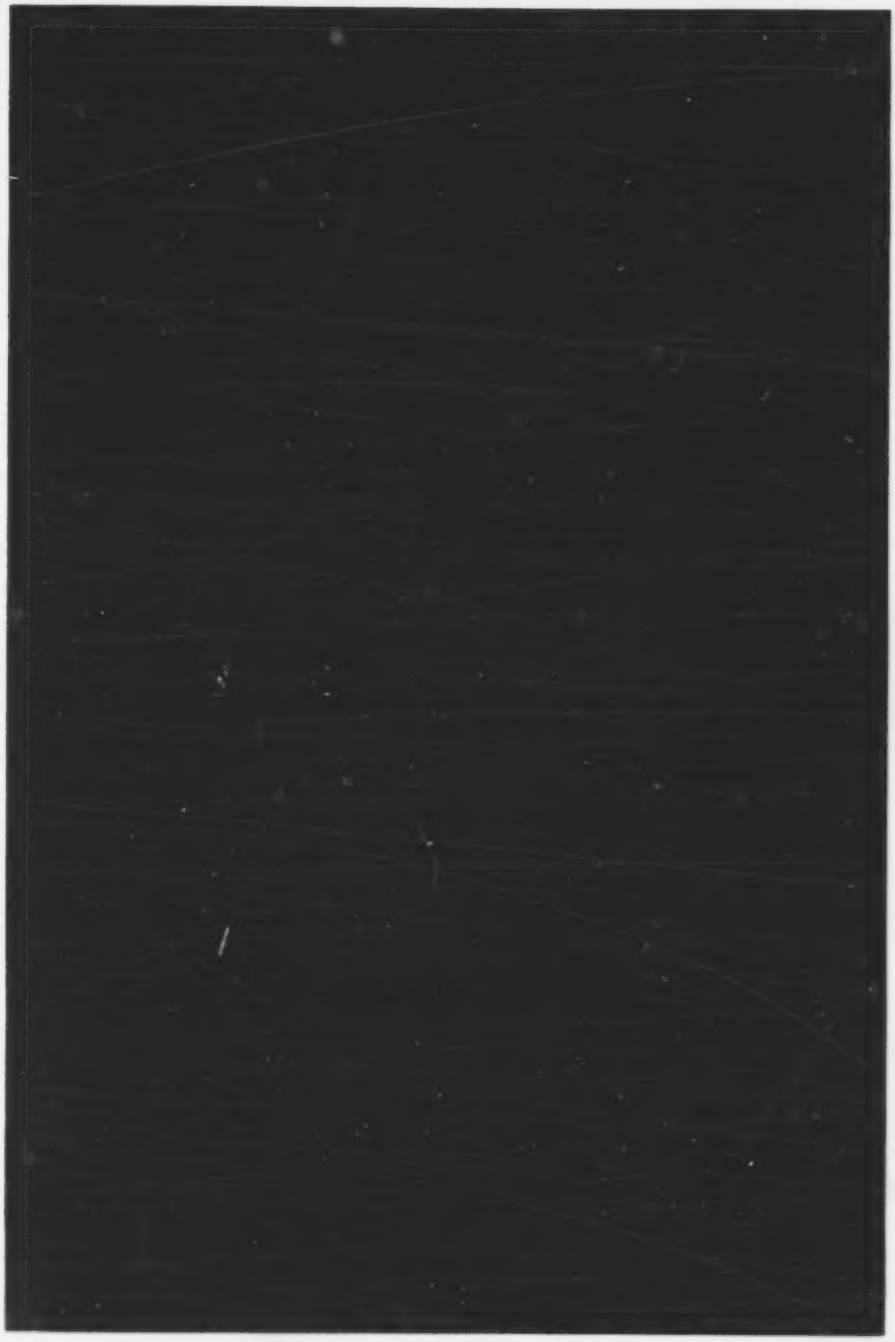
California schools are only now emerging from an era of unusual fiscal deprivation. School

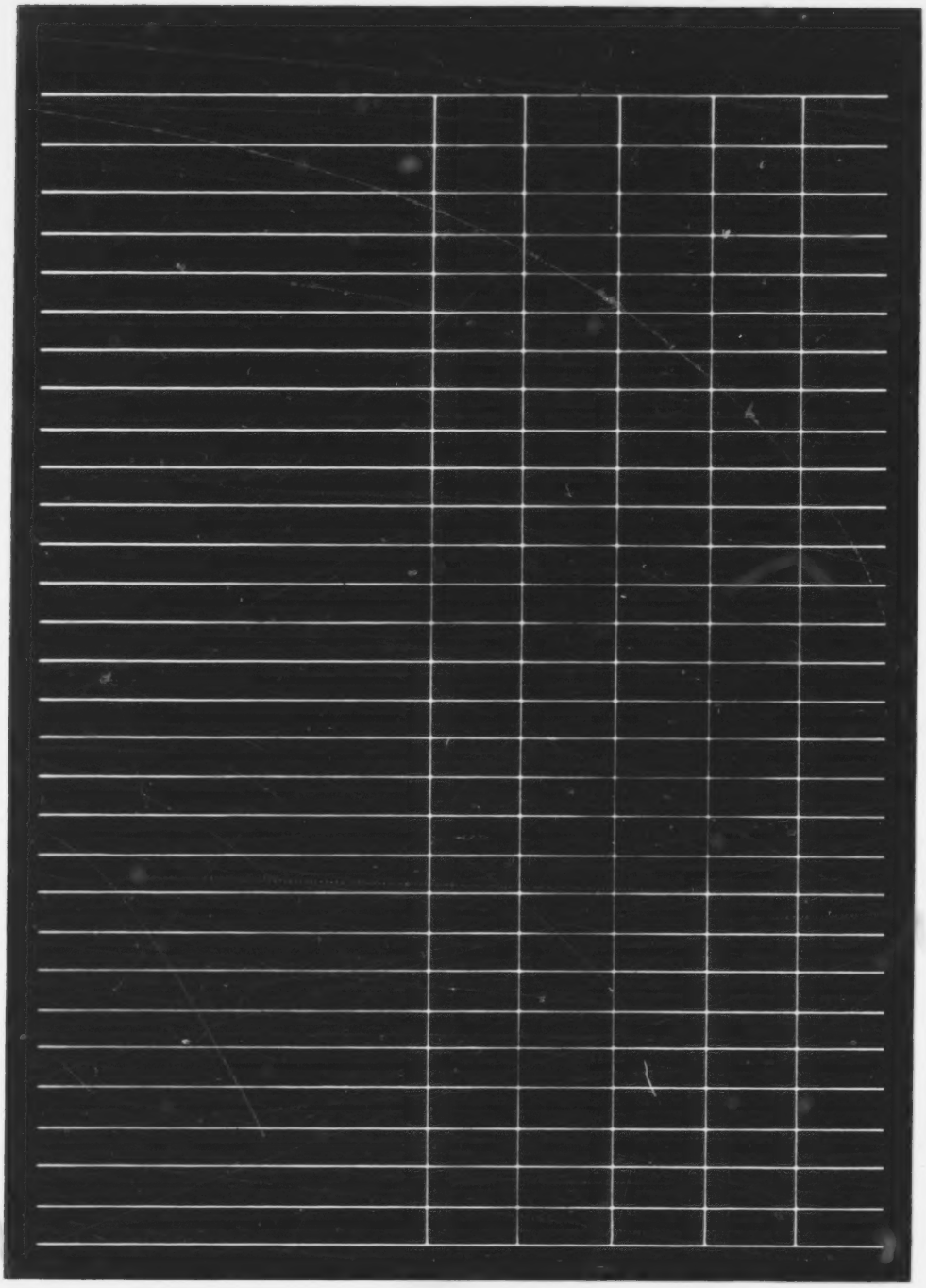
support, as measured by inflation-adjusted dollars, peaked in 1979-80, but declined steadily thereafter. In 1980-81, California spent $36 per pupil above the national average. By 1985-84, California was spending $185 per pupil less than the national average.

That downward trend has been reversed since the passage of SB 813 in 1983, but more funding will be needed just to keep pace in the future, and to support critically needed improvements. Because of increased enrollments, expenditures for K-12 education must rise by about 59 percent by 1990 just to maintain the same level of real spending per student. Revenues for K-12 are projected to grow between 50 and 72 percent over this period. Unless new revenues are developed, there will not be enough funds to significantly improve education, and possibly not even enough to maintain the same level of real spending per pupil.

There is no doubt California has the resources to pay this bill. The ratio of school revenues to state personal income has fallen more rapidly in California than in the rest of the nation. In 1972, California ranked 18th among states in its commitment of resources to education. By 1982-83, it had fallen to 45th place.

The resources are there. What is needed is the political will to invest them in the education of California's younger generations to the benefit of all citizens.

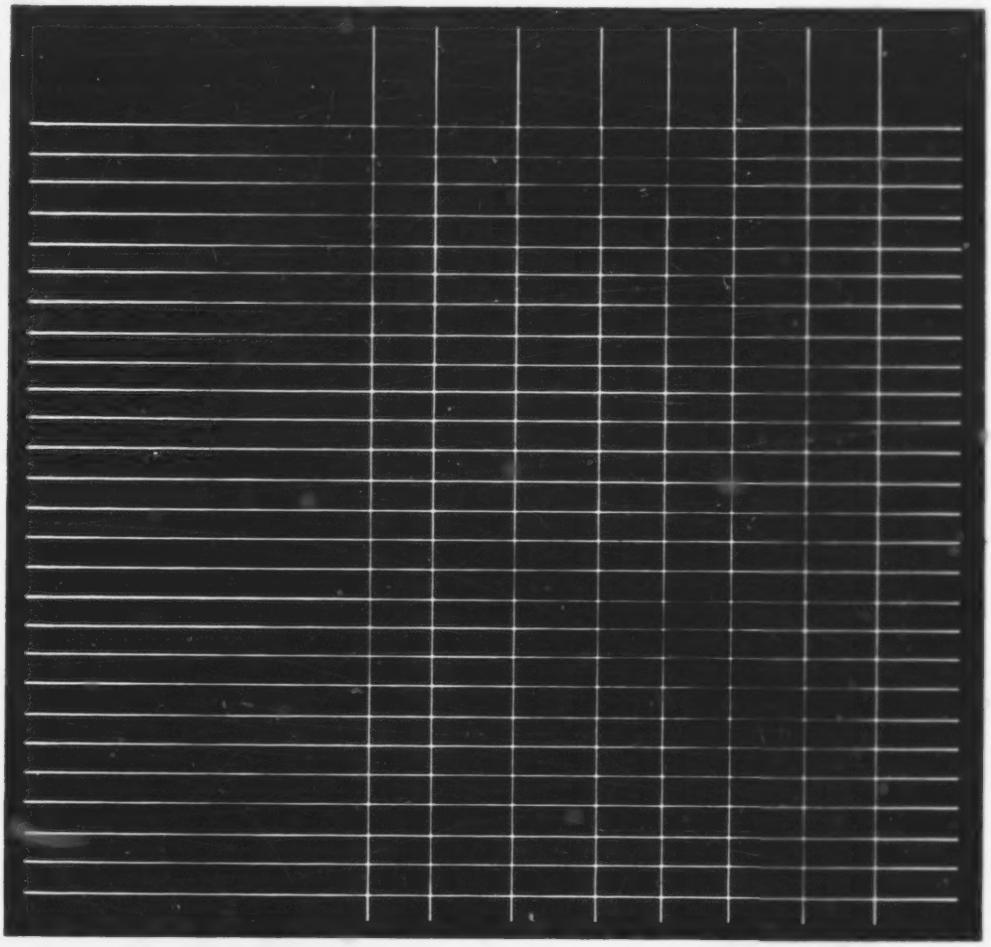




Who Is Responsible For Reform?

Improving education in California will require a cooperative effort from all parties responsible for funding, managing, and staffing schools. To help clarify the responsibility for implementing its recommendations, the Commission addressed each one to the specific agencies and officers encouraged to take action. In many cases, several agencies are named, highlighting the need for cooperation and coordination of effort.

The following table provides a breakdown of the kinds of actions required to implement each recommendation.



The Story Of A Career

The California Commission On The Teaching Profession has produced a comprehensive set of recommendations to make teaching a career that will attract talented and dedicated people, and will encourage them to stay in the classroom through their working life.

But recommendations are only words. Theories must be applied to real situations. The true value of these efforts will be reflected in the real experiences of students in California's classrooms, and in the real experiences of teachers as they do their job each day at school, and as they build their careers over the years.

To help Californians understand the Commission's vision of the teaching career's future, we have drawn a composite picture of the reforms suggested in this report, and we have created a fictional character, Helen Armstrong of Jefferson High School, to experience them. This account of a career of the future illustrates how the Commission's recommendations could have an important effect on each stage of a teacher's career.

This is the kind of career Californians must offer their teachers if they hope to provide a quality education to their children. It is the answer to California's question, "Who will teach our children?"

Helen Armstrong came from a family of modest means. She was an outstanding student, majoring in chemistry with a minor in mathematics. In high school, she won a number of science fair awards and began seriously considering a career as a research scientist.

In college, Helen discovered a fellowship program which offered one year of college tuition for each year of commitment to teach in elementary or secondary schools. Helen applied for the program in her junior year. She felt a few years of teaching before entering graduate school in chemistry would be a good break in her own education, while the tuition support came as a welcome relief to her family.

Helen was uncertain whether she would make a good teacher. She was confident of her mastery of chemistry, but felt anxious about actually running a classroom. So, during her final two years of college, she signed up for a work-study program which paid her for ten hours a week as a tutor and aide in science classes in a nearby high school. She also enrolled in several seminars on issues related to the teaching of chemistry. A professor from the chemistry department co-taught these classes with a professor from the school of education who specialized in research on science instruction.

Preparation For Teaching

Upon graduation, Helen had a choice of two teacher preparation programs. One featured a year's sequence of courses and clinical experiences, which her fellowship would cover, followed by a year's residency in the schools with full pay but a reduced teaching load. The residency would include intensive supervision by a university faculty member, a mentor teacher, and an administrator, and an ongoing seminar.

The other program, offered to prospective teachers in shortage areas, featured a summer of intensive course work, the year-long residency, and a second summer of course work. Chemistry was a shortage field, and Helen selected this second option because it allowed her to begin teaching sooner.

Looking back years later, Helen was particularly grateful for the resident year. The course work had covered the basic topics and knowledge necessary for teaching, but that first year had proven difficult. The support and assistance she received kept her spirits up and supplied the practical guidance she needed.

The second summer of course work was geared to the performance assessments and the professional examination required to receive a full teaching credential. Helen had no difficulty passing the assessments for entry to teacher education, but the professional examination was another matter. This was a tough test, not only of chemistry but of teaching methods. This test required students to apply knowledge to particular cases on essay items as well as to recall knowledge on complex multiple choice questions. The assessments had influenced the education courses offered by universities, focusing the curriculum on the professional knowledge accumulated through research and consensus on good teaching practice.

Early Years In The Classroom

Helen passed on her first try and she was hired by the school where she had served her residency. Her starting salary was reasonable, although well below what she could have earned in industry. However, starting pay for teachers had kept pace with the private sector, and the differential had narrowed. The salary did provide a comfortable living for someone entering the work force.

In her first year as a full time teacher, she could feel her power and confidence growing. She continued to receive support from mentor teachers on request. Her principal also suggested that she pair up with another teacher to observe and be observed. This partnership was particularly helpful. She had a trusted fellow teacher with whom she could discuss specific problems and plan new lessons.

At the same time, Helen was also formally observed by another senior teacher from the district who worked full time as a peer evaluator. The district had a stringent evaluation system to develop information for the tenure decision. Teachers and administrators jointly evaluated new teachers and participated in the tenure decision. The teachers proved extremely toughminded because the reputation of their school was at stake with each decision. Consequently, tenure denials had become common and new teachers were under pressure to meet high standards set by their peers. At the same time, new teachers received considerably more assistance in their early years.

Teaching In A High School On The Move

Helen earned tenure. She had now taught for three years, had paid off her fellowship, and was free to return to graduate school and her delayed career as a research scientist. But she liked teaching. She had maintained her interest in science through summer course work and had discovered a real love in teaching others the subject she so enjoyed. Her school situation, too, had proven stimulating and satisfying. She had gone to work at Jefferson High School, located in a large city, where many of the students were minority, poor, and had difficulty with English. The dropout rate had been high, and many students tested low.

These conditions made her apprehensive at first, but she soon discovered a richly supportive culture for teaching. The school operated on the quarter system. Students and teachers had the choice of which three quarters they wished to attend, with school in session year round. The move to a quarter system had taken place five years earlier to accommodate the growth in enrollments. Scheduling was managed by a computer. Not everyone received their first choice, and initially most had opted for the traditional pattern, with summers off. Gradually, though, the new system had gained popularity. The cost savings realized through more efficient use of the facilities allowed teachers the option of ten, eleven, or twelve month contracts. During each quarter, up to one quarter of the faculty was available as substitutes, mentors, resource teachers, or directors of special projects.

The school had a rich mix of teachers. There were students on work-study serving as tutors, semi-retired part time teachers, residents, regular teachers, and mentors. Located in the inner city and serving a high risk student population, Jefferson received additional resources under the district's high priority staffing plan. The school's faculty senate had decided to reduce class sizes to below twenty, and to employ full-time mentors for special help in remedial classes.

Using cross-age and peer tutoring, coupled with the rich staffing mix, the school had devised a program of intensive assistance to individual students emphasizing both personal counseling and academic tutoring. Furthermore, the school faculty was extremely aggressive in contacting and involving parents in matters of homework, truancy, grades, and school deportment.

Jefferson also enjoyed access to important outside resources. In several courses, experiments were underway in applying computer, videodisc, and other technologies to instruction. Helen, for example, used a new chemistry unit which integrated text materials with computer simulation exercises. The hardware and software came from a local corporation interested in piloting the new program. The school also participated in an ongoing educational partnership with a local university. Mentor teachers served as adjunct professors, the school regularly accepted resident teachers, university faculty used the school as a site for collaborative research on teaching, and were available for consultation with the school staff.

Relations between teachers and administrators were positive. Some years earlier, the district and its teachers had developed an agreement, separate from the traditional contract, called an "educational trust." Through this agreement, teachers and the administration agreed on more substantial teacher involvement in a wider range of professional responsibilities. Jefferson's faculty senate participated in the design of a series of new teacher positions involving curriculum and staff development, school-wide planning, and other activities, many of which could be undertaken by "off track" teachers, those not teaching a particular quarter.

Jefferson was on the move, and the driving force was not a charismatic principal, as the media was so fond of portraying, but the school's faculty. In fact, the principal was a strong force in the school, but her skills allowed her to delegate, to collaborate, and to lead by example. Her presence was pervasive, but subtle. Jefferson faced the toughest students in the city, but had begun to make progress on the dropout rate, on test scores, and on college attendance rates. The biennial "Index of Conditions for Teaching and Learning" had helped alert the school community to deficiencies which the faculty worked to correct. The index played an important role in the school's problem solving process. Faculty morale was high. Jefferson was an exciting place to work.

Advancement In The Teaching Career

Helen enjoyed respect from colleagues, love from students, and a good feeling about her accomplishments. She had been teaching for three years and was ready to pursue advanced work. Some years earlier, California had pioneered an advanced professional examination which the teaching profession itself created and administered. The exam was extremely rigorous, but was offered on a voluntary basis. However, attaining "board certified" status upon passage of the examination meant a higher salary in addition to the distinction conferred. The exam covered advanced clinical and theoretical knowledge in particular teaching specialties, much like boards in the medical field.

Most career teachers studied for and took this examination after five years of teaching. With it came a major restructuring of the teacher salary schedule. Teachers previously had received salary increments for taking courses at local universities, including courses

toward the administrative credential. Now, however, the courses teachers took in the afternoons, weekends, and summers were closely tied to the content of the advanced board. They were rigorous, and directly related to teaching particular subjects and grade levels. Teachers controlled the content and scoring of the examination from the state level.

Helen also passed this examination on her first try. The higher pay came in handy as she married and started her family. With the arrival of her first child, Helen took a leave of absence and left teaching for several years. However, she had every intention of returning, and when she did she received full credit for her prior experience and board-certified status.

Now in her mid-thirties, Helen was a fully accomplished, experienced teacher. She taught for a number of years, but began to grow restless. However, opportunities were available. She applied for district status as a peer evaluator. She received training in evaluation techniques over the summer and spent the following year evaluating science teachers approaching tenure. The following year she returned to her classroom, grateful for the experience and the time away from full time teaching, but equally happy to be back with her first love.

Helen was apprehensive about evaluating other teachers, but the training and the support of other peer evaluators had convinced her she could work sensitively with adults as well as with adolescents.

The district had a sabbatical program, and Helen submitted a plan to a district committee of teachers, which approved it. She had two quarters off with partial pay which, coupled with her non teaching quarter, allowed her to take the courses for state certification as a mentor teacher, and to work part time at the research facility of a local corporation. At last, she was able to pursue her original dream of becoming a research scientist, if only for a short time.

Mentors worked in a helping, not an evaluative, relationship with other teachers. They were selected not only for their excellence as teachers, but for their capacity to coach other teachers. Universities, in collaboration with districts, developed the mentor training programs, which helped to define the expertise necessary for being a successful mentor, and to win acceptance for this new role among teachers.

Helen had a real struggle with becoming a mentor. Despite her other successes, she discovered real impatience, even intolerance, in herself as she attempted to learn how to work with other teachers. This was her first real setback in teaching, and she gave serious thought to dropping the program. She persevered, urged on by her colleagues. If she was to advance to a genuine leadership position in teaching, then the next step was clearly mentor teaching.

The training, particularly the opportunity to shadow an outstanding mentor teacher over a quarter, proved invaluable. Helen completed the training and was certified. She was accepted for a mentor position after a rigorous selection procedure. She received an additional salary hike, the district cut back her teaching load, and she divided her time between her own class and the classrooms of residents and other teachers.

Expanded Horizons For The Career Teacher

Helen was now an esteemed educator in her school, her district, and her community. Parents vied to have their children placed in her classes, she served as an adjunct professor at the local university, she had been the recipient of professional awards and the subject of a profile in the local newspaper. Her income, like that of other senior mentor teachers, equaled that of most school administrators. In fact, Helen was courted by the superintendent to serve as principal, but she declined. She loved teaching and appreciated the

influence she could exert as a professional teacher. Becoming principal appeared to Helen to be more a lateral move than a move upward.

But the pace of her work life had become too intense. Helen applied for a district program that involved two quarters in the central office learning about the district's staff development program, then a year of full time work as a school-based staff developer. This option allowed her to step back from the intensity of teaching and being a mentor to concentrate on some school-wide issues. She subsequently returned to teaching, but continued to serve also as a staff development consultant to the district, working on the twelve-month contract at a higher income than her mentor salary.

At this stage in her career, Helen could negotiate her duties each year. The district sought to use her expertise where it was most needed, but Helen could choose her assignment. She could teach or co-teach full or part time, serve as mentor, peer evaluator, or staff developer. She could work a nine to twelve month year. She was again eligible for a sabbatical and could retain her connection to research in industry.

Helen was a 25 year veteran when yet another opportunity arose. She was nominated to serve on the state-level professional board charged with overseeing the development of professional standards. Helen served a five year term and participated on a special task force evaluating the match between the curriculum for training science teachers, and the research on science instruction. Following her term, Helen worked with her university to update their curriculum in response to the task force's report.

Helen retired from teaching at age 60, but continued to consult part time with the district and to serve on a number of state-level committees. In recognition of her outstanding contributions as an educator, she received emeritus status at the university and had a newly created courtyard at her high school dedicated to her. Looking back, Helen felt proud of her accomplishments, her lifetime of service. She recognized, too, that she had entered teaching at just the right time, when a true profession had begun to emerge. The colleagues, the excitement, the variety, the challenge, the steady growth in competence, the income, and the esteem from the community, from fellow educators, and from former students, had made it all worthwhile. Her decision to enter teaching had proved fortunate for her, and for generations of students and teachers.

The Process Of Developing The Recommendations

The California Commission On The Teaching Profession is sponsored by Assembly Education Committee Chair Teresa Hughes, Superintendent of Public Instruction Bill Honig, and Senate Education Committee Chair Gary Hart.

The Commission was formed in August, 1984 and funded by a $400,000 grant from The William and Flora Hewlett Foundation of Menlo Park, California.

The three sponsors appointed 17 members to the Commission, seeking to represent a wide spectrum of occupations and perspectives. Members were not chosen as representatives of education constituency groups.

Dorman L. Commons, a business consultant and former chief executive officer of the Natomas Company, was appointed chair of the Commission. Mr. Commons served as a member of the State Board of Education from 1962-70, including two years as president in 1967-68.

The charge of the Commission was a broad one: to study the state of the teaching profession for grades kindergarten through high school, and to recommend actions to improve it.

The Commission held seven public hearings throughout the state, and actively sought the advice of education practitioners and other interested groups. These included classroom teachers, school administrators, local school board members, students, parents, and leaders from business and labor. Commissioners conducted several school visits, where they "shadowed" teachers and engaged in extensive conversations with teachers and administrators.

The Commission also sponsored a research team to conduct in-depth studies in specific areas. Seventeen independent research reports have been completed to aid the Commission in its deliberations.

The Hearings

December 13, 1984 — Los Angeles

Witnesses:

- Dr. W. Ann Reynolds, Chancellor, California State University
- Dr. J. Myron Atkin, Dean of the School of Education, Stanford University
- Raoul Teilhet, President, California Federation of Teachers
- Marilyn Russell Bittle, President, California Teachers Association
- Dennis Cox, Classroom teacher, ABC Unified School District
- Theresa Hersek, Classroom teacher, Bellflower High School
- Dr. Gary Olson, President, Association of California School Administrators
- Dr. Eugene Tucker, Superintendent, ABC Unified School District
- Ann Wise, Chair, Teacher Preparation and Credentialing Task Force, California School Boards Association

- Dr. David Greene, Dean of the School of Education, California State Polytechnic University, Pomona
- Marvin Katz, AFT Vice President, United Teachers of Los Angeles
- Lucy Findlay, Classroom Teacher, Nimitz Junior High School, Los Angeles
- Bobette Bennett, President, California State Parents, Teachers, and Students Association
- Grace Foster, Vice President, California Parents, Teachers, and Students Association

January 24, 1985 — San Diego

Subject: Teacher Recruitment and Compensation

Witnesses:

- Dr. Susan Rosenholtz, Graduate School of Education, University of Illinois
- Dr. Allan Odden, Graduate School of Education, University of Southern California
- Irene Yamahara, Assistant Superintendent, Los Angeles Unified School District
- Jo Bonita Perez, Multi-cultural consultant, Los Angeles County Office of Education

February 25, 1985 — Sacramento

Subject: The Management of Teaching

Witnesses:

- Dr. Linda Darling-Hammond, Senior Social Scientist, Rand Corporation, Washington, D.C.
- George Thoms, Principal, George Mason Junior-Senior High School, Falls Church, Virginia
- Nadine Barreto, Principal, Killingsworth Junior High School, Hawaiian Gardens
- Dennis Kelly, Classroom teacher, McAteer High School, San Francisco
- William Chiment, Classroom teacher, Rolling Hills Elementary School, Poway
- Dr. Robert Mai, Director of Program Training Services, Maritz Motivation Company, St. Louis, Missouri

March 25, 1985 — Claremont Graduate School

Subject: Teachers' Work Environment

Witnesses:

- Dr. Paul Heckman, Assistant Director of the Laboratory in School and Community Research, UCLA Graduate School of Education
- R. Scott Pfeifer, Research Associate, Stanford University
- Ramon Cortines, Superintendent, San Jose Unified School District
- Edith Vaage, Principal, Tenth Street Elementary School, Los Angeles
- Candy Carter, Classroom teacher, Tahoe Truckee High School, Truckee

April 15, 1985 — San Francisco

Subject: The Teaching Career

Witnesses:

- Albert Shanker, President, American Federation of Teachers
- Mary Hatwood Futrell, President, National Education Association
- Dr. Michael Murphy, Graduate School of Education, University of Utah
- Dr. Susan Rosenholtz, Graduate School of Education, University of Illinois

May 23, 1985 — Orange

Subject: Policy and Governance Issues

Witnesses:

- Dr. Theodore R. Sizer, Chair, Education Department, Brown University
- Dr. Charles Kerchner, Claremont Graduate School

June 27, 1985 — San Jose

Subject: Teacher Preparation, Education, and Continuing Development

Witnesses:

- Alice Petrossian, Chair, Commission on Teacher Credentialing
- Dr. John Brown, Executive Secretary, Commission on Teacher Credentialing
- Dr. David Wright, Coordinator of Planning and Research, Commission on Teacher Credentialing
- Dr. Linda Bunnell Jones, Director, Academic Program Improvement, California State University
- Dr. Peter Facione, Dean, School of Human Development and Community Service, California State University, Fullerton
- Dr. Carolyn Ellner, Dean, School of Education, California State University, Northridge
- Dr. Kenneth Lane, Coordinator of Teacher Education, University of California, Berkeley
- Dr. Bruce Newlin, Superintendent, Norwalk-La Mirada Unified School District

Commissioned Research Papers

"The Use Of Financial Aid To Attract Talented Students To Teaching: Lessons From Other Fields," by David M. Arfin

"The Principal And The Profession Of Teaching," by Roland S. Barth

"School Organization Of The Teaching Occupation," by Tom Bird and Judith Warren Little

"Design Of Teacher Compensation And Incentive Programs For Large Urban School Districts," by James E. Bruno

"Teacher Supply And Demand In California: Is The Reserve Pool A Realistic Source Of Supply?," by Helen Cagampang, Walter I. Garms, Todd Greenspan and James W. Guthrie

"A Vision For Evaluation In A Teaching Profession," by Linda Darling-Hammond

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